Report

Cabinet Meeting

Part 1

Date: 6th July 2015

Item No: *See above*

Subject **Team around the Cluster**

Purpose To seek support for the direction of travel for the initiative

Author Ken Dicks on behalf of Mike Nicholson

Ward City wide

Summary Team around the Cluster (TAtC) is a collaboration between schools and public services (health, social care, police) designed to meet the needs of vulnerable children. Our vision is to create a seamless well-being and learning pathway which will integrate support from universal, specialist and statutory services in order to minimise duplication and enhance support for children and their families. We have tested the model with two pioneer clusters (Llanwern and Newport High) and we have already seen significant improvements in the lives of vulnerable children and families and Head Teachers have given their support to this initiative.

Proposal The Local Service Board have agreed that the earlier Neighbourhood Partnership initiative in Ringland be subsumed into the TAtC programme and the Single Integrated Plan Board now wish to seek Cabinet support for the direction of travel for the Team Around the Cluster programme.

Action by Mike Nicholson

Timetable Pioneer Schemes have been operating in clusters of schools this year and a full roll out is planned for September 2015

This report was prepared after consultation with:

- Single Improvement Plan Board
- Strategic Director Place
- Family Support Services Board
- Community Regeneration Manager
- School leaders
- Relevant staff groups within the Authority

Signed

Background

The Social Service and Wellbeing Act (2014) becomes operational on April 1st 2016 and it places a duty on local authorities and the NHS to 'promote the availability of preventive services and provide information and advice to help people understand how care and support works. We are also required to promote social enterprises, co-operatives and user led/third sector services.

This goes well beyond statutory health or social services and is really the responsibility of public services, independent and voluntary sector as well as the business community. We have therefore been laying the foundations with our partners for the development of integrated learning and well-being pathways with a particular focus upon meeting the needs of vulnerable people.

An integrated pathway is a seamless continuum of services designed to promote good outcomes for those with low levels of need through to those who require acute services. We are determined to bring this vision into reality for the following reasons:

- It makes sense – collaborative working is likely to be more efficient and effective in meeting needs when compared to silo based working
- There is a growing body of evidence that early intervention can be effective in reducing demand on acute services
- The Social Services and Wellbeing Act 2014 and regulations require a strengthening of partnership working between local authorities and health boards

We have developed a shared commitment to move towards co-terminus boundaries between the local authority and health services. There are three neighbourhood care networks (North, East and West) which we have agreed will be the principal geographic areas for delivering health and social care services particularly for older people. These three NCNs are also co-terminus with our 8 school clusters which are the delivery area for children and family services in the city. Pathways for learning, health and wellbeing are being developed and during 2014/15 we have laid strong foundations and we hope to fully deliver the approach in 2015/16.

There are three key areas of development as we focus upon the development of a, 'seamless learning, health and wellbeing pathway' of provision for people in Newport.

- An Older Person's Pathway
- A Learning Pathway
- A Children and Families Pathway

This paper relates to the Children and Families Pathway and sets out proposals for the point in the pathway that is commonly described as 'Early Intervention and Prevention.'

Reasons for proposal

Vulnerable children and families

Despite successful programmes to support children and families in Newport it is still the case that the city is still above the Welsh average on indicators such as the Wales Index of Child Deprivation (see below: Newport figures in red, Wales average in black) [Figure 1]

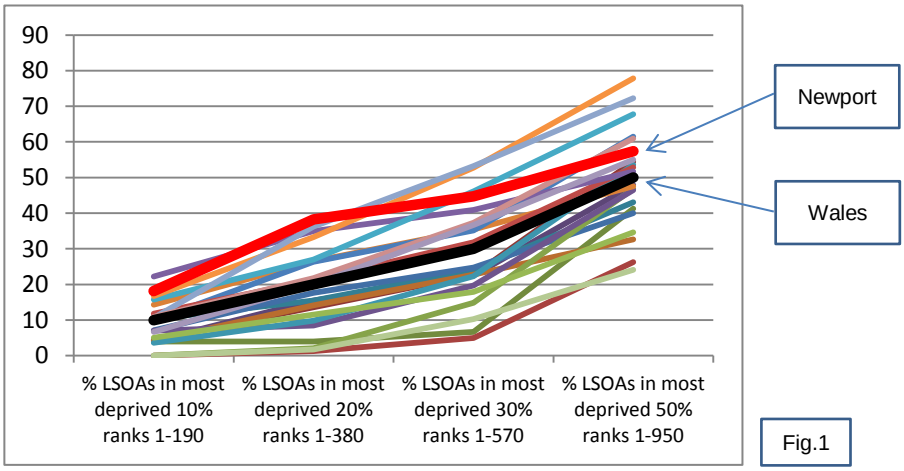

Fig.1

Meeting need: The Current Situation (Option 1)

Children and families in Newport have needs ranging from the universal (i.e. needs which are met by universal services such as schools and health visitors), through varying and specific needs to acute and crisis needs which will involve Social Services and acute health services. [Fig. 2]

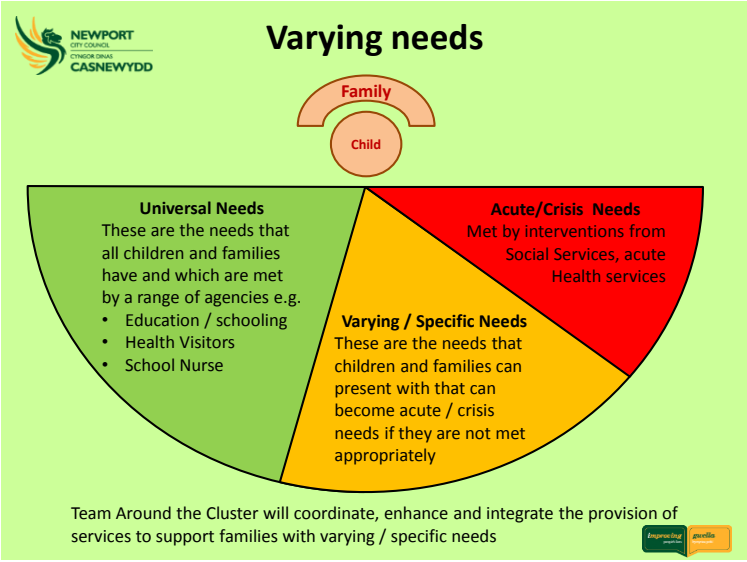

Fig.2

A wide range of services and agencies work together with families and children to meet their varying and specific needs. This can include support provided by a Family Liaison Officer based in school through to the work of Education Social workers, health workers and School Community Police Officers. Where families have multiple needs a wide range of agencies can be working with the same family with varying levels of communication and coordination. This can lead to duplication of effort by different agencies and to confusion on the part of service user. [Fig. 3]

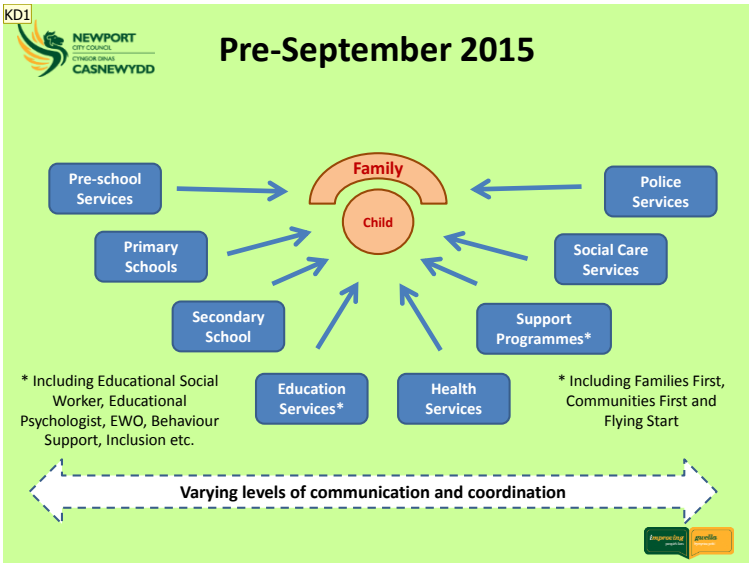

Fig.3

Meeting need: the Proposed Situation (Option 2)

In the proposed model, Team Around the Cluster panels will be formed around each of the secondary schools in Newport and would include the cluster primary schools, education services, preventions services and representatives of health and police services. Children referred to the panels would be allocated a Lead Practitioner who would be the main contact for that young person and their family and the support provided would be coordinated by the TAtC Panel. Discussion at a Panel meeting would allow different agencies to enhance the support provided by ensuring that their support is integrated with that of other agencies. [Fig. 4]

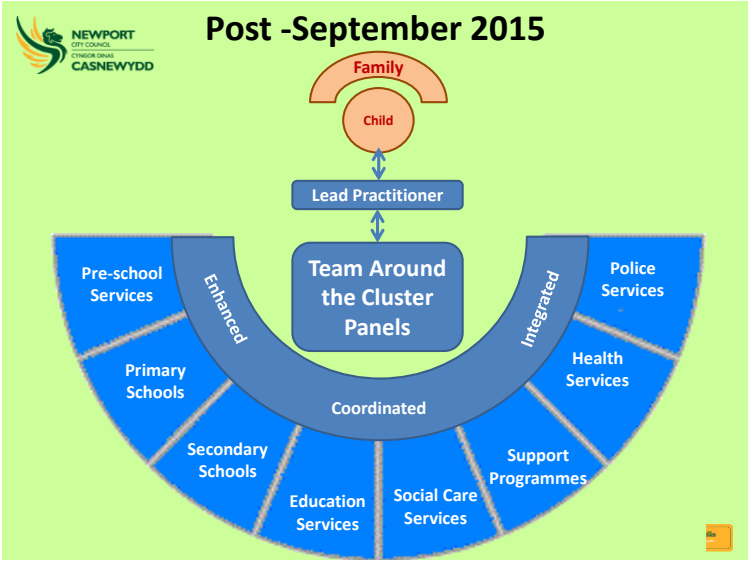

Fig.4

The illustration below shows that TAtC is not an intervention designed for children and families whose additional needs can be met by universal provision. It is also not an intervention designed for children and families who need acute intervention.
The TAtC is an intervention for vulnerable children who are receiving universal services but whose additional needs cannot be entirely met by universal provision. We would expect universal services to identify vulnerable children and through their links with the TAtC network to refer children whose needs are such that they cannot be met within the universal setting. [Fig. 5]

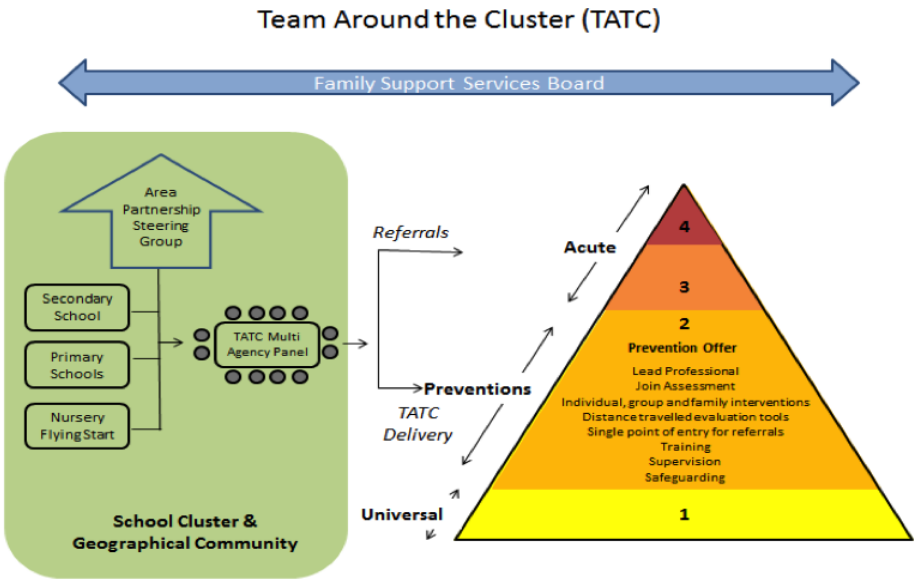

Fig.5

Expected Benefits are as follows;

- Single, integrated planning which reduces duplication of support and contradictory plans
- Ensures that universal services are engaged and integrated into support provided for vulnerable children
- Increased sustainability of positive changes in child / family due to on-going support
- More effective and timely communication in line with findings of Child Practice Reviews
- Practitioners' shared values, understanding and skills
- Identification of cluster/community issues (e.g. ASB, under-age drinking) and coordination of response
- Reducing duplication of demand on services which allows the model to flex as resources change

Legal Implications

The proposal will assist in meeting the requirements of the Social Services and Wellbeing Act 2014.

The act places a duty upon local authorities to, 'promote the wellbeing of people who need care and support and carers who need care and support.' The definition of wellbeing now includes; physical and mental health and emotional wellbeing, protection from abuse and neglect, education, training or recreation, domestic, family and personal relationships, contribution made to society, securing rights and entitlements and social and economic well-being.
The act places a duty on local authorities and the NHS to, 'promote the availability of preventive services and provide information and advice to help people understand how care and support works. We are also required to promote social enterprises, co-operatives and user led/third sector services.

The work of the panels is also covered by the Wales Accord on the Sharing of Personal Information and the Data Management Team will ensure that there is an appropriate Information Sharing Protocol (ISP) in place.

Financial Summary

The Staff working in the teams are from a range of existing services meaning that the model is designed to use existing, finite resources more effectively.
However the new roles of Education Social Workers represent a shift in funding. Four posts are funded by Children's Services in a shift of resource from crisis to prevention. Some of the clusters of schools are contributing additional funding in order to support more ESW, and school contributions are expected to increase as the benefits of the model are experienced.

Risks

It is important to identify and manage any project or scheme's exposure to risk and have in place controls to deal with those risks.

In this section, you should consider the key risks facing the proposals in your report, particularly those which would impact on delivery or sustainability of the project of projected outcomes. You will need to include details of how risks will be managed. If your proposals rely on short or medium term grant aid or funding streams you will need to outline your exit or continuation policy here.

Risk	Impact of Risk if it occurs* (H/M/L)	Probability of risk occurring (H/M/L)	What is the Council doing or what has it done to avoid the risk or reduce its effect	Who is responsible for dealing with the risk?
Lack of commitment to model from agencies	M	M	A series of consultation exercises is being undertaken with partner agencies to access their commitment to this model of working and capacity to support the model. This will be supported by Terms of Reference for the panels and the SIP agreement	TAtC Team
Cases will not be discussed at panel due to fear of data protection issues	M	M	An Information Sharing Protocol is being drawn to cover the work of Team Around the Cluster Panels	Data Management Team TAtC Team
Clusters will develop independently, leading to variation in service	M	L	Terms of Reference for panels and guidelines for panel Chairs will be produced based on the findings of the Pioneer Phases. On-going CPD for panel Chairs will promote consistency of practice whilst directing the work of the cluster to meet the additional needs of families in that area	TAtC Team Preventions Manager
The work of TAtC Panels will become exclusively school focussed meaning that other partners do not attend	M	L	As above and joint CPD will raise the awareness of school leaders as to the nature or the support that the Preventions team can make leading to a more integrated level of support.	TAtC Team Preventions Manager

* Taking account of proposed mitigation measures

Links to Council Policies and Priorities

The Team Around the Cluster model links with the following;

- Single Improvement Plan Priorities
    - Skills and Work – Youth Opportunity
    - Safe and Cohesive Communities – Antisocial behaviour
    - Safe and Cohesive Communities – Youth Justice
    - Health and Wellbeing – Mental Wellbeing

- Putting People First
- People and Transformation Service Plan

Options Available

Option 1 is to maintain the status quo (see the Current Situation: Option 1 Above)
Option 2 is to develop the Team Around the Cluster model (see the Proposed Situation: Option 2 above)

Preferred Option and Why

Option 1: Status Quo – the present situation leaves many vulnerable families with un-coordinated support and occasionally families will have support from different agencies who do not know who else is involved with the family. If families do not get early help then their needs will become more acute and statutory agencies will become increasingly overloaded.

Option 2: Roll out Team around the Cluster programme – The programme is based on 4 years of learning from the Preventions service based within Social Services Integrated Family Support Service. In addition we have the experience of two pioneer clusters and early indications are very positive. The programme also delivers the aspirations of the Social Services and Wellbeing Act,

The preferred option is Option 2 as this optimises the work of all agencies to support children and families in need. The work of schools and other agencies can be coordinated at panel level, minimising duplication and ensuring that all agencies working with children and families are enhancing the support provided. Further benefits are outlined in the section Reasons for Proposal above.

Comments of Chief Financial Officer

This project is to be funded through the existing finite resources, meaning there are no direct financial consequences to this report. This situation does depend on the schools continuing to provide funding to enable the additional Education Social Workers to remain in post.

Comments of Monitoring Officer

There are no specific legal issues arising from the Report. The principle of this cluster model is consistent with the duties of joint working and preventative services under Social Services and Well-Being Act.

Staffing Implications: Comments of Head of People and Business Change

Whilst the report refers to four new posts of Education Social Worker, primarily it deals with the drawing together of existing resources and practice, into a multi-agency approach to support vulnerable children and their families. There are, therefore, no human resource implications at present arising from this report, other than those which would have been raised when the Education Social Worker posts were

created. The proposed model builds on the work undertaken through the Families First Pioneer and subsequent Families First Programme, which introduced the Team Around the Family (TAF) model of multi-agency intervention. Team Around the Cluster builds on this and lessons learnt from the Neighbourhood Working Pilot. If effective this model should support the Improvement Plan Priority to reduce the number of young people not in education, employment or training. It should also support our response to the Welsh Government Policy statement "Re-writing the Future" which details an expectation to reduce the gap in attainment between pupils living in deprivation and their peers.

Under the Children and Families (Wales) Measure Newport City Council has a statutory duty to ensure children and young people are involved in decisions that affect their lives. It is recommended that a plan to ensure this happens is now put in place and that the results inform future planning of this and related interventions.

Comments of Cabinet Member

I fully support this programme. I have seen it working in practice and there has been a positive impact on the lives of vulnerable children and families. I have also spoken with Head Teachers in the pioneer clusters and they are also very positive about the programme.

Local issues

Should your report impact on one individual ward or two wards, you **MUST** invite comments by local ward members. Add any comments received from ward members to this section, together with any responses.

NB***: Do not circulate for ward member comments until the report is drafted in accordance with the wishes of your Head of Service or Corporate Director and with the knowledge of the relevant cabinet member.***

Scrutiny Committees

Please include a record of any consultation with scrutiny committees. Please add here details of any consultation and the outcomes.

Equalities Impact Assessment

An interim Fairness and Equality Impact Assessment has been completed and is included as Appendix 1

Children and Families (Wales) Measure

Reports to Cabinet Members to include a record of any consultation with children and young people as part of their decision making. Please add here details of any consultation and the outcomes.

At this stage in the proposed activity, no consultation with children and young people has taken place.

Consultation

As part of the Pioneer Phase of this programme, the head-teachers of the first two secondary schools to adopt the model made the following analysis;

Peter Jenkins, Head Teacher of Llanwern Secondary School says:

> *"Since being established the group has been able to provide a better informed, more immediate and a more appropriate response to our children in need. The sharing of information from key agencies has ensured that any intervention is understood by all and the actions carried out are supported in a co-ordinated and focused manner. The frustrations and time delays encountered previously have largely disappeared whilst referrals and actions are taken secure in the knowledge that the very best provision available is being accessed.*
>
> *We are still at an early stage in the team's development and it will evolve in light of experience. Newport is totally committed and the main driver to this approach and the evident successes already achieved show that there can be no going back."*

Karyn Keane, Head Teacher of Newport High School says:

> *"There is real strength in a 'Team Around The Cluster' approach. This brings together a range of professionals who have clear links to the community they serve with the single aim of improving outcomes and well-being for young people and their families.*
> *The 'Team Around The Cluster' approach enables professionals to share information and learn from each other. This approach improves our ability both individually and collectively to provide better support for young people and their families."*

Background Papers

Set out a list of any relevant background papers and whether they are available to the public.

- Key Legislative and Policy drivers for Team Around the Cluster (internal document) Appendix 2

APPENDIX 1

FAIRNESS AND EQUALITY IMPACT ASSESSMENT – DELEGATION TO SCHOOLS REVISED ASSESSMENT JULY 2014 – APPENDIX THREE

Fairness and Equalities Impact Assessments F&EIA

This form provides an assessment of a policy or proposed change to see whether it promotes Fairness and the Equality, eliminates any unintended discrimination, and has positive outcomes for the population of Newport. This Impact Assessment should be used to affect policy and service planning decisions.

In Newport we focus on Fairness through the following themes: Health, Poverty, Skills and Work, Domestic Abuse and Tackling Area Based Deprivation.

Our Equalities focus is taken from the Equalities Act 2010: we consider the 9 protected equalities characteristics- age, gender reassignment, disability, marriage and civil partnership, pregnancy and maternity, race, religion and belief, sex, sexual orientation. We also consider promoting the Welsh language.

This assessment provides evidence that we have considered the General Equality Duty (below) in our decisions.
To:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity and
- Foster good relations

Service Area Childen's Services	**Head of Service** Sally Ann-Jenkins	**Person responsible for the assessment:** Ken Dicks	**Date of Assessment** May 2015 **Version (if applicable)** Version 1.1 (revised after 6 months of pilot started)

1. What is the service/ policy being assessed?

Improving Children's & Young People's Lives by Overcoming Barriers to Learning via the Team Around the Cluster model
(Joint Business Case with Education/Children's Services)

2. What is the purpose of the policy/ service change?

A number of children and families, especially those with additional needs, experience services that are provided by Newport City Council that are insufficiently coherent to support families with positive outcomes. The purpose of this service change is to test and demonstrate that a joined up whole systems approach can facilitate holistic family support to improve outcomes for children and families, both in relation to children's education and the particular issues experienced by children and families with additional needs.

3. Protected Characteristics

Protected Characteristic	Who are the customers/service users?	If we take this decision what is the potential impact? The impact may be either positive or negative. Explain in what way they may be affected and the evidence of this	Action Plan to address issues raised What changes or practical measures would reduce adverse impact on particular groups. What changes would increase positive impacts e.g. improve access or opportunity May be revisited post consultation	Who will be responsible?	Timeframe to review
Age	All vulnerable pupils and their families	Potential impact is positive. To deliver services across the whole spectrum of family life.	The following are appropriate to all protected characteristics: Improved access to services at the heart of learning for pupils Improved delivery of services at the heart of learning by education service staff, children's service staff and staff from other agencies Improved access to multi-agency framework of partners for all service users A seamless learning pathway for children and families	Schools Governing Bodies Education Service staff Children's Service staff Multi-agency teams TAtC Panels	Initial consultation November 2014 Consultation with Pioneer Panels Feb-Mar 2015 Consultation with local authority teams March 2015 Interim Consultation with Pioneer Panels June – July 2015
Gender	All vulnerable pupils and their families	Equal numbers of gender split. Improving services does not change who the services will be offered to.			
Gender reassignment	All vulnerable pupils and their families	As above. Improving services does not change who the services will be offered to.			
Disability	All vulnerable pupils and their families	As above. Improving services does not change who the services will be offered to.			
Marriage/Civil Partnership	All vulnerable pupils and their families	As above. Improving services does not change who the services will be offered to.			
Race	All vulnerable pupils and their families	As above.			

Protected Characteristic	Who are the customers/ser	If we take this decision what is the potential impact?	Action Plan to address issues raised	Who will be responsible?	Timeframe to review

	vice users?	**The impact may be either positive or negative. Explain in what way they may be affected and the evidence of this**	**What changes or practical measures would reduce adverse impact on particular groups.** **What changes would increase positive impacts e.g. improve access or opportunity** **May be revisited post consultation**		
Religion/belief (or the absence of)	All vulnerable pupils and their families	Specific arrangements are in place to support children educated in a faith based school	As above	As above	As above
Sex	All vulnerable pupils and their families	As above.			
Sexual Orientation	All vulnerable pupils and their families	As above.			
Welsh language	All vulnerable pupils and their families	Specific arrangements are in place to support children educated in a Welsh medium school			

4. Who has the service consulted regarding the proposed change? When should new consultation take place?

Prospectus for Change, NCC published August 2013 identifying strategic commissioning of education

Development of original business case by Project Leads

Draft proposal by Senior Management Team

Briefings to all potential members of Pioneer Phase panels

Informal Consultation with stakeholders below;

- School Headteachers
- Chairs of Governors
- Conference of all Heads
- Team workshops (including Educational Social Workers, Educational Psychologists, Education Welfare Officers and Preventions staff during the Informal Consultation period

New Ways of Working review / assessment of all central education administrative / business support functions

5. What evidence/ data has been used to complete this EIA (This will include local and national guidance)

- Consultations as outlined above

- Single Improvement Plan Priorities
    - Skills and Work – Youth Opportunity
    - Safe and Cohesive Communities – Antisocial behaviour
    - Safe and Cohesive Communities – Youth Justice
    - Health and Wellbeing – Mental Wellbeing

- Putting People First
- People and Transformation Service Plan
- One Newport
- Rewriting the Future
- Social Services and Wellbeing Act 2014

6. How will the relevant groups be advised of the changes and the F&EIA?

Full consultation with children, young people, carers, parents and staff will be undertaken.

Consultation and communication will continue throughout the process.

We will be ensuring a Communications Strategy is in place from the onset to ensure all changes are fully communicated to all concerned.

7 How will the policy/ practice/make Newport more or less fair in relation to:

- Health Inequalities
- Child Poverty
- Skills and Work
- Tackling Domestic Violence
- Alcohol and Substance misuse
- Homelessness
- Armed Forces Veterans

- Health Inequalities – this service change would address inequalities that children and their families with additional needs face as a result of patchwork provision.
- Child Poverty – an extension of prevention services will ensure that families access a team who will be able to assist with areas around financial advice and guidance. Focussed support will ensure that the disability does not lead to a great degree of child poverty.
- Skills and Work – Working to ensure children and young people attain to their full potential will ensure that are fully equipped to access education, training and employment.
- Working with the whole family at an early stage we would endeavour to prevent domestic violence, alcohol and substance misuse and also homelessness.

8. How will the service / policy affect local areas of the city?

Will it have a positive or negative impact in terms of fairness and addressing local area deprivation?

.
This proposal will not affect specific areas of the City, as being looked at service and City wide.

9. In summary - how does the changed service /policy promote good community relations (cohesion)?

The enhancement and extension of preventative services will lead to a reduction in anti-social behaviour and will therefore promote good

community relations.

10. In summary- how does the changed service /policy promote equality?

This proposal will lead to more collaborative enhanced service which will promote equality disabled children and their families, while assuring fair access to services both specialist and generalist. In addition this proposal will also ensure that children are able to fully meet their potential and will ensure that they can enjoy a full role in adult society.

11. In summary - how does the changed service /policy eliminate discrimination?

For children and young people who are supported to be able to meet their potential, they are less likely to experience discrimination. The proposal to jointly review Education and Children's services forms part of the work to ensure disabled children and their families do not experience discrimination.

Completed by Ken Dicks

Date: 10-06-2015
Further Revision Date of FIEA:

Signed off by

Date:
Further Revision Date of FIEA:

APPENDIX 2

Key Legislative Drivers for Team Around the Cluster

Social Services and Well-being (Wales) Act 2014

This legislation states that:

15 Preventative Services

(1) A local authority must provide or arrange for the provision of a range and level of services which it considers will achieve the purposes in subsection (2) in its area.

(2) The purposes are-

a. Contributing towards preventing or delaying the development of people's needs for care and support;

b. Reducing the needs for care and support of people who have such needs;

c. Promoting the upbringing of children by their families, where that is consistent with the well-being of children;

d. Minimising the effect on disabled people of their disabilities;

e. Contributing towards preventing people from suffering abuse or neglect;

f. Reducing the need for –

i. Proceedings for care or supervision orders under the Children Act 1989,

ii. Criminal proceedings against children

iii. Any family or other proceedings in relation to children which might lead to then being placed in local authority care, or

iv. Proceedings under the inherent jurisdiction of the High Court in relation to children;

g. Encouraging children not to commit criminal offences;

h. Avoiding the need for children to be placed in secure accommodation;

i. Enabling young people to live their lives as independently as possible.

The Education (School Development Plans) (Wales) Regulations 2014

The schedule of this Statutory Instrument, passed into law in October 2014, states that is required that, as of September 2015, a School Development Plan should include;

4. Details of how the governing body will seek to meet the school improvement targets for the current school year by working with;

(a)pupils at the school and their families; and

(b)people who live and work in the locality in which the school is situated.

Key Policy Drivers for Team Around the Cluster

Building Resilient Communities: Taking Forward the Tackling Poverty Action Plan Welsh Government 2013

This sets out a number of targets in relation to poverty and educational attainment;

- To narrow the attainment gap at the end of the Foundation Phase by 10% by 2017
- To raise attainment by 15-year-olds eligible for free school meals of the level 2 inclusive of English/Welsh first language and Mathematics to 37% by 2017
- To reduce the proportion of young people who are not in employment, education or training aged 16 to 18 to 9% by 2017. At the end of 2012 the figure was 10.2%
- To reduce the proportion of young people who are not in employment, education or training aged 19 to 24 in Wales relative to the UK as a whole by 2017

Rewriting the Future: Raising ambition and attainment in Welsh Schools
Welsh Government 2014

This policy document sets out how DfES will address the poverty agenda and includes the following;

What should local authorities and their consortia do next?

Adopt a **multi-agency** approach to pool expertise with other agencies that addresses health, domestic and social welfare concerns of learners and their families. ***In areas where Team Around the Family and Families First are delivered, we would expect local authorities and consortia to ensure that schools are part of this.***

In the Call to Action at the end of the document it is stated that local authorities should;

- work with schools to incorporate community and family engagement into School Development Plans (SDPs)
- monitor schools against standards for best practice and identify how they can meet and exceed those standards
- **identify leading practice and facilitate school-to-school support to share and extend it**
- **build networks across services at the strategic and delivery levels and take a leadership role in promoting multi-agency working**
- **provide practical advice and support for schools to provide community-focussed services and activities**

Working together to tackle the impact of poverty on educational achievement
Estyn 2013

Local authorities and consortia should:

- **Work with relevant services and agencies to map the specific needs of disadvantaged pupils and their families and share this information with schools and other agencies on the basis of an agreed protocol**
- **Take a preventative approach to tackling poverty and use 'Team Around the Family' approaches in co-ordinating services for disadvantaged families**
- Make sure that strategic plans to tackle poverty are aligned to include internal services and external partners and have specific and measurable objectives
- **Provide training and support to develop the skills of school leaders to manage partnership working to tackle poverty**: and
- Provide or broker better advice to schools on practical ways to tackle the impact of poverty